

MEMORANDUM

MONROE COUNTY PLANNING & ENVIRONMENTAL RESOURCES DEPARTMENT

We strive to be caring, professional and fair

To:

The Development Review Committee &

Townsley Schwab, Senior Director of Planning & Environmental Resources

From:

Joseph Haberman, AICP, Principal Planner

Janis Vaseris, Biologist

Date:

August 11, 2009

Subject:

Request for an Amendment to a Major Conditional Use Permit for Circle K, located at 1190 Overseas Highway, Big Coppitt Key, mile marker 11, Real Estate

Nos. 00154890.000000 and 00154880.000000

Meeting:

August 18, 2009

I REQUEST:

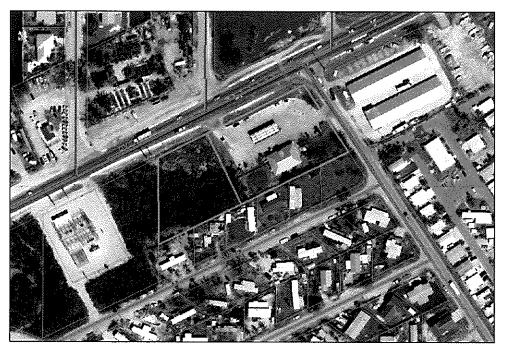
The applicant is requesting approval of an amendment to a major conditional use permit in order to redevelop the existing gas station and convenience store by removing the three (3) existing fuel pumps with two (2) dispensers per pump; constructing five (5) new fuel pumps with two (2) dispensers per pump; demolishing the existing canopy; constructing a new canopy; improving the existing convenience store building; and carrying out associated site improvements.

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Subject Property (outlined in blue) (2006) Reviewed 52 4,

Page 1 of 13

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Location:

Applicant:

Address: 1190 Overseas Highway (US 1), Big Coppitt Key, Mile Marker 11 (oceanside)

Legal Description: Tracts B and C, Porpoise Point Section Two (PB5-111)

Real Estate (RE) Number: 00154890.000000 and 00154880.000000

Owner (RE 00154890.000000): Michael Guty

Lessee (RE 00154890.000000): Circle K General, Inc.

Owner (RE 00154880.000000): Circle K Properties, Inc.

Agent: Bob Webster, MDM Services

II RELEVANT PRIOR COUNTY ACTIONS:

In 1986, Building Permit A-15459 was issued for the construction of a 2680 ft² convenience store, a 960 ft2 canopy and two (2) fuel pumps. In 1987, Building Permit A-18785 was issued for the enlargement of the existing canopy by 624 ft² and the addition of one (1) fuel pump.

The property was being used as a gas station, classified as a high-intensity commercial retail use, prior to the adoption of the current land development regulations in 1986. Therefore, in accordance with MCC §101-4(c), the site has been deemed to have a major conditional use permit.

On February 16, 2006, a pre-application conference involving Planning & Environmental Resources Department staff and the applicant was held to discuss a proposed redevelopment and how the project could remain in compliance with the Monroe County Code. Based on the dialogue of the conference, a letter of understanding was sent to the applicant on April 27, 2006. As a note, although similar, the scope of work proposed in this application is to some extent different than that initially proposed in 2006.

In the letter of understanding dated April 27, 2006, the Department of Planning & Environmental Resources recognized 2,680 ft² of non-residential floor area (existing convenience store) and 1,584 ft² of 'canopy' non-residential floor area (existing canopy) as lawfully-established.

III BACKGROUND INFORMATION:

- A. Size of Site: 81,287 ft² (1.87 acres)
- B. Land Use District: Suburban Commercial (SC)
- C. Future Land Use Map (FLUM) Designation: Mixed Use/Commercial (MC)
- D. Tier Designation: Tier 3 E. Flood Zone: AE – EL 10

- F. Existing Use: High-Intensity Commercial Retail
- G. Existing Vegetation / Habitat: Predominately scarified with vegetation to the south Tract C (RE 00154890.000000) and partially scarified to the north and hammock to the south- Tract B (RE 00154880.000000)
- H. Community Character of Immediate Vicinity: Mixed Use commercial along the US 1 corridor and residential to the south

IV REVIEW OF APPLICATION:

MCC §110-67 provides the standards which are applicable to all conditional uses. When considering applications for a conditional use permit, the Development Review Committee and Director of Planning & Environmental Resources shall consider the extent to which:

A. The conditional use is consistent with the purposes, goals, objectives and standards of the comprehensive plan and the land development regulations:

The proposed redevelopment is consistent with the purposes, goals, objectives and standards of the MC future land use category and the SC District.

Policies from the Monroe County Year 2010 Comprehensive Plan that directly pertain to the proposed redevelopment include:

Policy 101.4.5: The principal purpose of the MC land use category is to provide for the establishment of commercial zoning districts where various types of commercial retail and office may be permitted at intensities which are consistent with the community character and the natural environment. Employee housing and commercial apartments are also permitted. This land use category is also intended to allow for the establishment of mixed use development patterns, where appropriate. Various types of residential and non-residential uses may be permitted; however, heavy industrial uses and similarly incompatible uses shall be prohibited. In order to protect environmentally sensitive lands, the following development controls shall apply to all hammocks, pinelands, and disturbed wetlands within this land use category: 1) only low intensity commercial uses shall be allowed; 2) a maximum floor area ratio of 0.10 shall apply; and 3) maximum net residential density shall be zero.

B. The conditional use is consistent with the community character of the immediate vicinity:

A gas station and convenience store have existed on the property since 1986. This type of use serves the needs of the immediate planning area in which it is located. Therefore, the proposed redevelopment would be consistent with the community character of the immediate vicinity.

C. The design of the proposed development minimizes adverse effects, including visual impacts, on adjacent properties:

Page 3 of 13 Reviewed by C.

The existing convenience store building shall remain in its current configuration. The existing canopy shall be removed and replaced with a new canopy. Staff shall recommend that the applicant utilize architectural features that provide as much visual interest as possible and a condition to any approval that similar and consistent design, materials and colors be utilized for all new structures, including signage, in order to make the redevelopment more attractive and cohesive. In addition, as part of the redevelopment, it shall be required that additional trees and landscaping elements be introduced to the site. Therefore, the proposed redevelopment minimizes adverse effects, including visual impacts, on adjacent properties.

D. The proposed use will have an adverse impact on the value of surrounding properties:

A gas station and convenience store have existed on the property since 1986. Therefore, it is not anticipated that the proposed redevelopment will have an adverse impact on the value of the surrounding properties.

E. The adequacy of public facilities and services:

1. Roads:

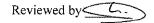
Localized Impacts & Access Management: Access to and from the development shall be approved by the Florida Department of Transportation (FDOT) and in compliance with the Land Development Code (See section I-22).

Level of Service (LOS): A traffic evaluation study shall be approved by the county's traffic consultant (See section I-22).

- 2. Stormwater: The applicant shall coordinate with the Public Works Division, and, if necessary, the South Florida Water Management District (SFWMD) to determine compliance with all applicable regulations (See section I-9).
- 3. Sewer: The applicant shall coordinate with the Florida Department of Health, Florida Department of Environmental Protection and/or Florida Keys Aqueduct Authority to determine compliance with all applicable regulations (See section I-10).
- 4. Emergency Management: The applicant shall coordinate with the Office of the Fire Marshal to determine compliance with the Florida Fire Prevention Code and the Florida Building Code. The office provided a letter of coordination dated June 16, 2009.
- F. The applicant has the financial and technical capacity to complete the development as proposed:

Staff has no evidence to support or disprove the applicant's financial and technical capacity.

Page 4 of 13



G. The development will adversely affect a known archaeological, historical or cultural resource:

The proposed redevelopment will not adversely affect a known archaeological, historical or cultural resource.

H. Public access to public beaches and other waterfront areas is preserved as part of the proposed development:

The property is land-locked. Therefore, the proposed redevelopment will not have an adverse impact on public access to a waterfront area.

- I. The project complies with all additional standards imposed on it by the Land Development Regulations:
 - Residential Rate of Growth Ordinance (ROGO) (§138-19 §138-28): Not applicable.
 There are no existing or proposed residential dwelling units.
 - 2. Non-Residential Rate of Growth Ordinance (NROGO) (§138-47 §138-56): In compliance following receipt of NROGO permit allocations.

The NROGO shall not apply to the redevelopment, rehabilitation or replacement of any lawfully-established non-residential floor area which does not increase the amount of non-residential floor area. On the site, 2,680 ft² of non-residential floor area and 1,584 ft² of 'canopy' non-residential floor area were lawfully-established.

The proposal involves the demolition of the existing 1,584 ft² canopy. According to the site plan, a new 1,596 ft² canopy shall be constructed. The existing 2,680 ft² convenience store shall only be remodeled and its floor area shall not be expanded.

During a review of the site plan, Staff has found that the proposed 1,596 ft² new canopy would not cover all of the new fuel dispensers. To do so, a canopy of approximately 4,320 ft² would be required (135 ft by 32 ft). In the community impact statement, the applicant implies that a larger canopy would be erected in the future; however this is not reflected on the site plan or in the construction schedule.

Staff requests that the full-sized canopy be shown on a revised site plan and its anticipated construction date be indicated in a revised construction schedule. Otherwise, the applicant must submit a revised community impact statement and the larger canopy shall not be approved as part of this application. It is important to note that if the larger canopy is removed from this application or if the canopy is not constructed in the timeframe approved under this application, another amendment to a major conditional use permit application may be required in the future for its construction.

The existing canopy has an area of 1,584 ft². In accordance with §138-49(e), the enclosure of a canopy in existence before September 19, 2001 requires a NROGO permit allocation. The existing canopy was constructed in 1999. Therefore, its area can only be used to meet the NROGO requirements for a new canopy.

As proposed the redevelopment requires an allocation of 12 ft² of non-residential floor area through the NROGO permit allocation system. The applicant could utilize the property's one-time right to a de minimis expansion of up to 100 ft² without entering the NROGO permit allocation system. However, if the applicant modifies the site plan to show a larger canopy, a NROGO allocation(s) shall be required for the additional square footage over 100 ft².

3. Purpose of the SC District (§130-43): In compliance.

The purpose is to establish areas for commercial uses designed and intended primarily to serve the needs of the immediate planning area in which they are located.

4. Permitted Uses (§130-93): In compliance following the receipt of required major conditional use permit.

The gas station and convenience store are commercial retail uses. According to the site plan, there would be a 1,596 ft² canopy and a 2,680 ft² convenience store, resulting in a total of 4,276 ft² of non-residential floor area (assuming the site plan is not revised to show a larger canopy).

A traffic study by Crossroads Engineering indicates that the redevelopment would generate 2,687 daily trips. According to that finding, the redevelopment would generate 628 daily trips per 1,000 ft² of non-residential floor area. Commercial retail uses that generate more than 100 average daily trips per 1,000 ft² of floor area are high-intensity.

In the SC District, high-intensity commercial retail uses of greater than 2,500 ft² of floor area may be permitted with major conditional use permit approval, provided that there is access to US 1 by way of a) an existing curb cut; b) a signalized intersection; or c) a curb cut that is separated from any other curb cut on the same side of US 1 by at least 400 feet.

5. Residential Density and Maximum Floor Area Ratio (§130-157, §130-162 & §130-164): *In compliance*.

Land Use Intensity:

	Floor Area Ratio	Size of Site	Maximum Allowed	Proposed Amount	Potential Used
Commercial Retail (high-intensity)	0.15 FAR	81,287 ft²	12,193 ft²	2,680 ft² *	22 %

^{*} Floor area ratio is total floor area of the building(s) divided by the gross area

6. Required Open Space (§118-9, §118-12, §130-157, §130-162 & §130-164): In compliance.

There is a required open space ratio of 0.20. Therefore, at least 16,258 ft² of the 81,287 ft² of the total land area must remain open space. The site plan indicates that there would be 53,109 ft² of open space area.

7. Minimum Yards (§118-12 & §130-186): Not in compliance.

The required non-shoreline setbacks are as follows: Front yard -25 feet; Rear yard -10 feet; and Side yard -10/15 feet (where 10 feet is required for one side and 15 feet is the minimum combined total of both sides).

The property is a four-sided corner lot. The site has a front yard requirement of 25 feet along the right-of-way of US 1 and the northern property line, a front yard setback of 25 feet along the right-of-way of Old Boca Chica Road and the eastern property line, a rear yard requirement of 10 feet along the southern property line and a side yard requirement of 5 feet along the western property line.

As shown on the site plan, the existing building and proposed canopy would be in compliance with the setback requirements.

Existing asphalt paving (other than that necessary for the permissible ingress/egress drives) and 7 off-street parking spaces are located in the required front yard setback along US 1. Part of the new underground diesel tank is located in the front yard setback along the Old Boca Chica Road.

8. Maximum Height (§130-187): Full compliance to be determined upon submittal to Building Department.

The application included elevations for the existing building. From its base, the existing building is 26 feet, 10 inches. Shown improvements would not affect overall height. As a note, grade is not shown or otherwise indicated on the elevations.

The application did not include elevations for the proposed canopy; however it is not anticipated that a single-story canopy would exceed the 35-foot maximum height requirement.

9. Surface Water Management Criteria (§114-3): Full compliance to be determined by the Public Works Division and/or SFWMD prior to issuance of a building permit.

The Monroe County Project Management Department reviewed the stormwater plan for the site and found that although the existing drainage pattern and retention may meet current code, the application did not provide sufficient information from which to make that determination. The department requests that if the major conditional use permit is approved, the applicant should be advised that a building permit application must include a stormwater plan and calculations in accordance with the Monroe County Code.

10. Wastewater Treatment Criteria (§114-5): Compliance to be determined by Florida Department of Health, Florida Department of Environmental Protection and/or Florida Keys Aqueduct Authority District prior to the issuance of a building permit.

No letter of coordination relating to wastewater treatment has been provided.

- 11. Fencing (§114-20): Full compliance to be determined upon submittal to Building Department.
- 12. Floodplain Management (§122-1 §122-6): Full compliance to be determined upon submittal to Building Department.

The site is designated within an AE - EL 10 flood zone on the Federal Emergency Management Agency (FEMA)'s flood insurance rate maps. All new structures must be built to floodplain management standards that meet or exceed those for flood protection.

13. Energy Conservation Standards (§114-45): In compliance.

The redevelopment includes the provision of a bicycle rack, installation of native plants in required landscaping, which will reduce the requirements for water and maintenance; the installation of several shade trees, which will provide shade for parking areas; and the provision of structural shading.

- 14. Potable Water Conservation Standards (§114-46): Compliance to be determined upon submittal to Building Department.
- 15. Environmental Design Criteria and Mitigation Standards (§118-6, §118-7 & §118-8): Compliance to be determined by Biologist upon submittal to Building Department.
- 16. Required Parking (§9.5-114-67): In compliance.

Required Off-Street Parking:

Specific Use	Multiplier	Proposed	Required Spaces
Convenience Stores	4 spaces / 1,000 ft ²	2,680 ft	11 spaces

According to the site plan, 23 off-street parking spaces would be provided. This would be in compliance with the 11 required. One (1) of the off-street parking spaces provided would be handicap-accessible. Please note that staff did not include the area of the canopies in the off-street parking requirement calculations. In addition to above requirements, a space for parking is located at each of the fuel dispensers.

Bicycle/Scooter Parking: A bicycle rack is shown on the site plan..

17. Required Loading and Unloading Spaces (§114-69): Not in compliance.

One (1) loading/unloading space of 11 ft by 55 ft is required. A loading/unloading space is not shown on the site plan.

18. Required Landscaping (§114-99 – §114-105): Not in compliance.

Since the parking area is to contain six or more spaces and is within a SC District, a class "A" landscaping standard is required.

19. Required Buffer-yards (§114-124 - §114-130): Not in compliance.

No structure or land which abuts US 1 shall be developed, used or occupied unless a scenic corridor or bufferyard is provided. In the SC District, the required major street bufferyard is a class "C" bufferyard. The minimum class "C" bufferyard is 10 feet in width. Widths of 15, 20 and 25 feet are also optional with reduced planting requirements.

The site plan and landscape plan only shows a bufferyard that is less than 10 feet in width along US 1. This width is not in compliance.

In addition, land use district bufferyards are required. To the south of the property is an Urban Residential Mobile Home (URM) District. Along the SC/URM boundary line, a class "B" district boundary bufferyard along the southern property line is required. A class "B" district boundary bufferyard has a minimum width of 5 feet. Widths of 10, 15 and 20 feet are allowed with reduced planting requirements.

- 20. Outdoor Lighting (§114-159 §114-163): Full compliance to be determined upon submittal to Building Department.
- 21. Signs (§142-1 §142-7): Full compliance to be determined upon submittal to Building Department.

22. Access Standards (§114-195 - §114-201): Not in compliance.

There are two (2) existing access drives to the site, one from US 1 and one from Old Boca Chica Road. According to the site plan, access would not be reconfigured.

The access drive from US 1 is nonconforming in that its separation from Old Boca Chica Road is less than the minimum standard of at least 400 feet. In accordance with MCC §114-199, no use fronting on US 1 shall receive a permit for a change of use, expansion or reconstruction unless it is brought into conformance by provision of combined drives or parallel access. Therefore, unless a letter is submitted from the Florida Department of Transportation approving the existing access, due to the expansion of fueling stations, staff requests that the site's direct access to and from

US 1 be modified to be in compliance with the current regulations and access be limited to the entry on Old Boca Chica Road.

A traffic study by Crossroads Engineering indicates that the redevelopment would generate 2,687 daily trips with 1,505 less pass-by trips. Thus, the redevelopment would result in 1,182 daily gross primary trips. The county's traffic consultant, Raj Shanmugam of URS Corporation, found that reserve capacities along US 1, particularly on Segments 1 through 5, are shown to be adequate. However, the trip generation data in Table 1 and the reserve capacity information in Table 4 are incorrect. Therefore, the consultant requests that the applicant make the necessary corrections.

Site triangles are shown on the site plan; however vehicle maneuverability is not clearly indicated. The county's traffic consultant found that the vehicle maneuverability shown on the site plan appears to encroach outside of the US 1 paved area. Therefore, the consultant requests that the applicant show the roadway edges along US 1 and take corrective action if necessary.

23. Chapter 533, Florida Statues: Full compliance to be determined upon submittal to Building Department.

Other Issues:

- 1. The written application does not refer to the southwestern parcel identified as Tract B or RE 00154880.000000. However, the site plan and boundary survey include the parcel. Although gas station-related development is not proposed to be constructed on the parcel, since it is shown on the site plan, staff included the parcel in its review and utilized its land area for calculations including open space ratio and land use intensity.
- 2. There is concern about the increased intensity to the site that would result from the addition of two (2) new fuel pumps or four (4) dispensers/fueling stations. In total, there would be five (5) fuel pumps with ten (10) dispensers/fueling stations. Currently, there are only three (3) fuel pumps with a total of six (6) dispensers/fueling stations.

The redevelopment would increase the number of the fueling stations and consequently bring a significant amount of new traffic in and out of the site. Staff is not adverse to an increase in the number of fuel pumps or additional intensity to the site if the level of service along US 1 remains adequate; however staff requests some rationale and reasoning from the applicant as to the need and demand for additional fueling stations at this particular location.

3. The redevelopment requires an allocation of non-residential floor area through the NROGO permit allocation system. The amount of non-residential floor area to be allocated is limited to a maximum of 2,500 ft² for any one site per allocation date.

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The annual allocation may be distributed between the two (2) allocation dates, which are generally in or around January and July of each year.

In order to avoid a potential delay in the construction of new fuel pumps due to NROGO allocation dates and potential competition for the limited non-residential floor area that is available in the county's annual allocation, the applicant may phase the project in order to install the fuel tanks prior to the canopies, as the canopies are subject to the NROGO not the unenclosed and uncovered areas for the fuel pumps alone. In order to do so, as part of this conditional use permit application, the applicant must provide a detailed phasing plan that would provide a timeframe for how development would occur. The phasing plan may be approved by the planning commission.

- 4. The site plan indicates the removal of generators in its revision column description. Existing generators are not shown on the site plan; however there is a proposed equipment deck. Staff prefers that a generator remain on site to power the gas station during evacuations and requests clarification as to whether or nor a generator shall be present.
- 5. According to County records, there is a billboard on the southwestern parcel identified as Tract B or RE 00154880,000000. The billboard is identified as BO142. As a note, the billboard is not shown on boundary survey or the site plan.

Pursuant to MCC §142(3)(b), off-premise signs, including billboards, are prohibited. Since the billboard is documented, it is considered a nonconforming sign. Staff shall request that the nonconforming sign/billboard be removed as part of any approval in order to bring the site into compliance with the sign regulations.

V RECOMMENDED ACTION:

Staff recommends APPROVAL to the Planning Commission if all the following conditions are met:

- A. Prior to the scheduling of a public hearing by the Planning Commission, the applicant shall provide written rationale relating to the need and demand for additional fueling stations.
- B. Prior to the scheduling of a public hearing by the Planning Commission, the applicant shall revise the site plan to:
 - a. Remove the excess parallel parking in the front yard setback along US 1.
 - b. Provide the correct parking requirement in the site data information. spaces / 1,000. S.F. Building Area" shall be revised to state "4 spaces / 1,000 S.F. Floor Area".
 - c. Show and label the required loading/unloading space with the dimension of 11 feet by 55 feet is required.
 - d. Show the roadway edges along US 1.

Reviewed by

- C. Prior to the scheduling of a public hearing by the Planning Commission, the applicant shall revise the site plan to remove the existing nonconforming access drive from US 1 or submit a letter from the Florida Department of Transportation stating the existing nonconforming access drive may continue to exist.
- D. Prior to the scheduling of a public hearing by the Planning Commission, the applicant shall revise the site plan to show the roadway edges along US 1, and if the vehicle maneuverability encroaches outside of the US 1 paved area, take corrective action. Any corrective actions must be approved by the Florida Department of Transportation.
- E. Prior to the scheduling of a public hearing by the Planning Commission, the applicant shall revise the landscape plan to:
 - a. Show a compliant class "C" major street bufferyard along US 1. The minimum class "C" bufferyard is 10 feet in width. Widths of 15, 20 and 25 feet are also optional with reduced planting requirements.
 - b. Provide the correct land use district. Urban Commercial (UC) shall be revised to state Suburban Commercial (SC).
 - c. Provide the correct Land Development Code sections.
- F. Prior to the scheduling of a public hearing by the Planning Commission, the applicant shall submit a revised traffic study showing the correct trip generation data in Table 1 and the correct reserve capacity information in Table 4.
- G. Prior to the issuance of a building permit, the applicant shall apply for a demolition permit to demolish the existing non-conforming off-premise sign/billboard.
- H. Prior to the issuance of a building permit, the applicant shall provide a stormwater plan and calculations in accordance with the Monroe County Code.
- I. Prior to the issuance of a building permit, the site plan and new structures shall be found in compliance by the Monroe County Building Department, the Monroe County Floodplain Administrator, the Monroe County Public Works Division and the Monroe County Office of the Fire Marshal.
- J. Prior to the issuance of a building permit for its completion, allocation(s) for the canopy shall be acquired through the NROGO permit allocation system.
- K. Similar and consistent design, materials and colors shall be utilized for all new structures, including canopies and signage, in order to make the development more attractive and cohesive.

VI PLANS REVIEWED:

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- a. Site Plan (C-2) by MDM Services, Inc., dated April 13, 2007 and last revised February 24, 2008
 - b. Landscape Plan (L-1) by MDM Services, Inc., dated April 13, 2007
- c. Landscape Specifications (L-2) by MDM Services, Inc., dated December 20, 2005
- d. Irrigation Plan (L-3) by MDM Services, Inc., dated April 13, 2007 and last revised February 24, 2008
 - e. Truck Path Plan (C-2.1) by MDM Services, Inc., dated April 13, 2007 and last revised February 24, 2008
- f. Grade Plan (C-4) by MDM Services, Inc., dated April 13, 2007 and last revised February 24, 2008
 - g. Floor Plan (A-1) by MDM Services, Inc., dated March 16, 2007
- h. Elevations (A-2 & A-2.1) by MDM Services, Inc., dated March 14, 2007 and last revised January 18, 2008
- i. Photometrics (PH-1) by MDM Services, Inc. & LSI Industries, dated June 16, 2009
- j. Boundary Survey by Bloomster Professional Land Surveyors, Inc., dated November 9, 2006
 - k. Level 3 Traffic Study by Crossroads Engineering, dated December 2008

Reviewed by